

Semi-Annual Report

on the

Section 106 Programmatic Agreement

among

the U.S. Department of Transportation Federal Transit Administration

the Hawai'i State Historic Preservation Officer

the United States Navy

and the Advisory Council on Historic Preservation

regarding the

Honolulu High-Capacity Transit Corridor Project

in the City and County of Honolulu, Hawai'i

Honolulu High-Capacity Transit Corridor Project

July 2011

Introduction

The Honolulu High-Capacity Transit Corridor Project (HHCTCP) is an elevated, electrically powered, fixed guideway transit system in the east-west travel corridor between East Kapolei and the Ala Moana Center via the Honolulu International Airport with an approximate length of twenty miles and with twenty-one stations. The Project is seeking financial assistance from the U.S. Department of Transportation Federal Transit Administration and is, therefore, subject to Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended (16 USC 470f), and its implementing regulations at 36 CFR 800. Under Section 106, a Programmatic Agreement (PA) was signed on January 18, 2011, by the Federal Transit Administration (FTA), the Advisory Council on Historic Preservation (ACHP), the U.S. Navy (U.S. Naval Base Pearl Harbor), and the Hawai'i State Historic Preservation Officer. The City and County of Honolulu (City) and the National Park Service were invited signatory parties.

In addition, the following parties were included in the consultation process and offered an opportunity to concur:

- Historic Hawai'i Foundation
- National Trust for Historic Preservation
- University of Hawai'i Historic Preservation Certificate Program
- AIA Honolulu
- Hawai'i Community Development Authority
- Office of Hawaiian Affairs
- O'ahu Island Burial Council (OIBC)
- Royal Order of Kamehameha
- The Ahahui Ka'ahumanu
- Hui Mālama I Nā Kūpuna O Hawai'i Nei
- Hale O Nā Ali'i O Hawai'i
- Māmakakaua: Daughters and Sons of the Hawaiian Warriors
- Association of Hawaiian Civic Clubs
- Ali'i Pauahi Hawaiian Civic Club
- Ka Lei Maile Ali'i Hawaiian Civic Club
- King Kamehameha Hawaiian Civic Club
- Nānāikapono Hawaiian Civic Club
- Hawaiian Civic Club of Wahiawa
- Ahahui Siwila Hawai'i O Kapolei Hawaiian Civic Club
- Waikīkī Hawaiian Civic Club
- Princess Ka'iulani Hawaiian Civic Club
- Wai'anae Hawaiian Civic Club
- Merchant Street Hawaiian Civic Club

- Prince Kūhiō Hawaiian Civic Club
- Pearl Harbor Hawaiian Civic Club
- Hawaiian Civic Club of 'Ewa-Pu'uloa
- Kalihi-Palama Hawaiian Civic Club
- Hawaiian Civic Club of Honolulu

On July 1, 2011, the public transit authority known as the “Honolulu Authority for Rapid Transportation” (HART) was established pursuant to Article XVII of the Revised Charter of the City and County of Honolulu 1973, as amended. HART assumed all lawful obligations owed by or to the City related to the HHCTCP as of July 1, 2011, including the City’s obligations under the PA, and is responsible for the development, operation, maintenance and expansion of the HHCTCP.

Stipulation XIV.E.3 of the PA requires HART to provide a summary progress report outlining work undertaken pursuant to the PA’s terms every six months.

The following is a status update on PA implementation for the period January 18, 2011, through July 18, 2011. The report is organized according to each PA stipulation. The following appendices are included:

- Appendix A—Meeting Notes
- Appendix B—Stipulation V, Recordation and Documentation
- Appendix C—Major Milestones

Activity Summary by Stipulation

I. Roles and Responsibilities

For all work carried out under the PA's terms requiring compliance with the Secretary of Interior's Professional Qualification Standards, Stephanie Foell, Senior Supervising Architectural and Landscape Historian, of Parsons Brinckerhoff (PB), HART's General Engineering Consultant (GEC), represents and coordinates HART's interests and responsibilities.

A team of architectural historians, who also meet the Secretary's Qualification Standards, are also participating in this work. All architectural historians executing and supervising work on the Honolulu Rapid Transit Project's Programmatic Agreement (PA) meet or exceed the Secretary of the Interior's Professional Qualifications Standards. Matt McDaniel, Lead Architectural Historian, also brings Professional Qualifications Standards in both Architectural History and History. Denise McGeen, Architectural Historian meets the Professional Qualifications Standards in Architectural History. Collectively, this team is responsible for all documentation stipulated in the PA requiring professional cultural resources training and experience. In addition, they bring the direct experience developing and successfully completing all products required in the PA.

HART funded and initiated the procurement process to fill the PA Project Manager (Kako'o) position in May 2011. After review by FTA and the SHPD, the City issued a Request for Proposals Part 1 (RFP) for the position on May 19, 2011 and offers were received on June 20, 2011. RFP Part 2 was issued on July 27, 2011.

Next Steps

HART will coordinate with FTA and SHPD to complete the procurement process, and the Kako'o will begin work as outlined in the PA. This position is expected to start work in October 2011.

II. Traditional Cultural Properties

As part of the PA, the FTA and HART agreed to undertake a study to determine the presence of previously unidentified traditional cultural properties (TCP) within the Area of Potential Effects (APE) as defined in the PA. The SRI Foundation has been retained to assist HART and the FTA with this stipulation. In addition, SRI has retained Kumo Pono Associates, a local historical and ethnographic research firm familiar with Hawaiian culture and language. The City held an initial outreach meeting on February 12, 2011 and initiated additional research on June 22, 2011.

Next Steps

In the next six months, an interim report will be submitted to the Consulting Parties regarding research related to the identification of previously unidentified TCPs in the first two corridor sections from East Kapolei to Aloha Stadium.

III. Identification and Protection of Archaeological Sites and Burials

Phase 1—The archaeological inventory survey plan (AISP), survey (AIS) report, and data recovery plan have been submitted to the State Historic Preservation Division (SHPD). The

AISP and AIS report have been approved by SHPD. A Draft Data Recovery Plan for lo'i sediments found at the Waipahu Transit Center station site is still under review by SHPD.

Phase 2—The AISP was approved by SHPD, and the AIS and report are nearly complete. Completion of the survey and report are pending access to two private properties.

Phase 3—A draft AISP will be submitted to SHPD for review in August.

Phase 4—A kickoff meeting was held on March 16, 2011, with OIBC, lineal and cultural descendents, Native Hawaiian Organizations (NHO), and other interested parties. Additional follow up has occurred since the meeting to assist in developing the Draft AISP. These meetings are documented in the Draft AISP submitted to SHPD for review on May 18, 2011.

In addition to the ground surveys, a draft burial consultation protocol for *iwi kupuna* that may be discovered during the survey in the City Center section has been prepared. It was submitted to SHPD, the OIBC, and a list of cultural and lineal descendents for review and comment on July 19, 2011.

Next Steps

Phase 1—Complete data recovery at Waipahu Transit Center station site.

Phase 2—Complete AIS and develop an archaeological data monitoring plan for SHPD review in August 2011.

Phase 3—Begin AIS in October 2011.

Phase 4—Begin AIS in September 2011.

Complete burial consultation protocol plan by September 2011.

IV. Design Standards

The City developed the Project's *Design Language Pattern Book* and posted it on the project website. In addition, on February 28, 2011, the Project provided the consulting parties with the preliminary design plans completed for the Project. Three consulting parties provided comments on preliminary station designs. Draft responses to those comments are under development and will be posted to the Project website site for review. Individual letters to the commenter's will also be mailed.

In addition, the City held two initial meetings, on March 30, 2011 and June 15, 2011, to discuss the preliminary designs for the six western most stations. Comments from these meetings are also posted on the Project website and will be considered as station designs evolve.

A revised meeting schedule is included in Appendix C, Programmatic Agreement Major Milestones.

Next Steps

The project team will respond to initial comments and will conduct additional meetings as the final design process continues. Future station designs will incorporate surrounding buildings and area elements, including historic context if applicable. In addition, the design may incorporate interpretive elements and art displays.

HART will consider all comments received from the consulting parties and the public and will balance local design influences, historic context, community input, and native Hawaiian interests.

V. Recordation and Documentation

Two meetings were held to begin identification of possible historic context studies and cultural landscape reports on March 2 and April 7, 2011. An outline for a historic context study (HCS) has been drafted and is being refined. The HCS outline focuses on the linear impact of the project as it passes through each moku and ahupua'a (Hawaiian land designations denoting the relationship between the mountain and the sea) along the project corridor. Staff historians have initiated preliminary research for the HCS and drafted sample text so that the consulting parties could comment on level of detail, tone, etc. HART sent this text, which describes the Nu'uauu 'auwai system, to the consulting parties on July 12, 2011.

In addition, a list of potential sites for cultural landscape reports (CLR) was provided by the consulting parties at these meetings. Project staff reviewed and vetted this list and two sites have emerged as strong candidates—Mother Waldron Park and Irwin Park. HART circulated a memo regarding the selection process for these sites on July 12, 2011.

Finally, the City sent a letter to the National Park Service (NPS) on May 25, 2011, to request identification of adversely affected eligible or listed historic properties to receive HABS/HAER/HALS (HHH) documentation. The City received a response from the NPS on June 29, 2011.

Appendix B provides

- Sample historic context section
- CLR recommendation memo
- HABS/HAER/HALS NPS response

Next Steps

HART will continue to research and draft additional HCS text for review by the consulting parties. Comments from the consulting parties on the sample HCS text will be considered for ongoing development of the report, and HART will identify and form a review panel to inform the process and maintain high accuracy and quality standards. HART expects that this HCS work will continue over the next two to three years; ongoing work will include conducting intensive-level research, writing, and photography/illustration collection.

HART will finalize and confirm selection of CLR sites.

HART will continue to coordinate with the NPS on the HHH documentation.

HART will hire a professional photographer to complete required photography for all adversely affected historic properties in areas where construction will occur in the next six months.

HART will also engage a professional videographer to document the Project corridor prior to construction commencement.

VI. National Register of Historic Places/National Historic Landmark Nominations

The City sent a letter to the Navy on May 25, 2011, requesting approval to update the Pearl Harbor National Historic Landmark (NHL) and CINCPAC Headquarters Building NHL

nominations. The Navy responded on June 16, 2011 indicating that access to Navy property will be granted for purposes of documentation.

HART is currently negotiating a contract to complete a National Register nomination for the Hono'uli'uli Stream Bridge.

PB systems analysts, programmers, and project visualization staff continue to develop and populate a web-based map that includes a searchable, interactive database of historic properties within the APE.

Next Steps

HART will continue to coordinate with the Navy for approval to update the Pearl Harbor and CINCPAQ Headquarters Building NHL nominations.

Development of the interactive historic properties database will continue.

VII. Educational and Interpretive Programs, Materials, and Signage

HART hosted a kickoff meeting with consulting parties on July 7, 2011, to begin developing the interpretive plan. HART presented general interpretive concepts and principles, examples of other transit- and transportation-related interpretive programs, and other examples of innovative interpretation for the consulting parties' consideration.

Next Steps

HART will continue to collect all information gathered under this PA that will inform components of the interpretive plan, humanities program, and education programs. HART will also coordinate with its architects during final design regarding station components related to signage, displays, or other interpretive features.

VIII. Mitigation for Specific Historic Properties

As discussed above, HART is proposing Mother Waldron Park and Irwin Park as possible candidates for CLRs. If selected for CLR documentation, the recommendations/treatment plans set forth in these CLRs could be incorporated into the park improvement plan and executed using park improvement funds. , This stipulation also addresses specific historic properties that will be adversely affected during construction. Construction has not begun near those historic properties.

Next steps:

HART will finalize the selection of CLR sites.

IX. Measures to Address Reasonably Foreseeable Indirect and Cumulative Effects Caused by the Project

The Historic Preservation Committee (HPC) has been created according to the requirements of this stipulation. The HPC held its kickoff meeting on July 8, 2011, to begin work related to the allocation of the \$2 million fund for exterior improvements. Members of the HPC include

- Toru Hamayasu, Chair—Interim Executive Director, HART
- Bruce Nagao—HART

- Angie Westfall—Architectural Branch Chief, SHPD
- David Tanoue—Director, City of Honolulu Department of Planning and Permitting
- Kiersten Faulkner—Executive Director, Historic Hawaii Foundation
- Mahealani Cypher—Association of Hawaiian Civic Clubs
- Dana Yee—American Society of Landscape Architects

Under this stipulation, HART is required to monitor the proposed demolition of resources built before 1969 within the APE and within a 2,000-foot radius of each station.

HART established a baseline for demolitions by calculating an annual average and standard deviation of demolitions that occurred within the study area between 2005 and 2008. A list of annual demolitions was supplied by the City's Department of Planning and Permitting. The results are as follows:

- 2005—27 demolitions
- 2006—17 demolitions
- 2007—29 demolitions
- 2008—23 demolitions

The average number of demolitions between 2005 and 2008 within the study area is 24 and the standard deviation is 4.58. The stipulation requires HART to notify the consulting parties during each scheduled quarterly and annual review of the PA when the number of demolitions of listed or eligible resources or resources built prior to 1969 within the study area is greater than one standard deviation above the baseline. Therefore, the number of demolitions required to notify consulting parties is calculated to be 29.

Next Steps

The HPC will continue to meet regarding the administration of funds allocated under this stipulation.

HART will annually monitor the number of demolitions within the study area and notify the consulting parties during each scheduled quarterly and annual review should the number of demolitions exceed 29 properties.

X. Construction Protection Plan

A Construction Mitigation Plan (CMP), which will include a Noise and Vibration Mitigation Plan, is currently being developed according to the requirements of this stipulation.

Next Steps

HART will complete a CMP and provide the plan to contractors before construction begins. HART will provide an update on this plan to the attendee's at the October 2011 PA quarterly meeting.

XI. HART Contractors and Contract Adherence to PA

HART is developing a historic and cultural awareness training program for contractors and employees.

Next Steps

HART will complete development of the historic and cultural awareness training program, and contractor training will begin prior to construction this fall. HART will circulate all training materials to the consulting parties.

XII. Post-Review Discoveries

To date, no unanticipated discoveries have been made along the Project corridor.

XIII. Public Information

This semi-annual progress report will be posted on the Project website.

Next Steps

The historic properties database is currently being developed.

XIV. Administrative Provisions

The implementation schedule, circulated on March 16, 2011, has been posted on the project website and is included in Appendix C.

Next Steps

HART will hold a third quarterly meeting with the consulting parties in October 2011 to discuss ongoing implementation of the PA. The next semi-annual report will be prepared in January 2012.